NEW BRUNSWICK
NOUVEAU-BRUNSWICK

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING
MINISTÈRE DE L'ENSEIGNEMENT SUPÉRIEUR ET DE LA FORMATION

DEPARTMENTAL CONSULTATIVE MECHANISMS

Final Report

Planning Services

June 8 1987

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Departmental Consultative Mechanisms

Executive Summary

The report focuses on five major categories of Departmental consultative structures:

1) those which provide consultation with the public as a Department;

2) those which provide consultation with the regional apparatus of the federal government;

3) those which provide consultation with other provinces/territories and the federal government nationally;

4) those which provide consultation with industry and labour in respect of Department training programs; and

5) those which provide consultation of other sorts.

It should be noted that intradepartmental committees or other linkages which exist primarily to expedite administration have not been subject to this review.

1. Consultation with the Public

The report distinguishes four types of public served by the Department. The students are users and consult through student councils. The colleges serve local communities and various consultative links are possible, such as special purpose

committees or committees to assist in identifying community service needs. End users are employers and employees in the labour market; they consult with the Department through provincial Program Advisory Committees, or the Industrial Ministerial Advisory Committees (IMAC's) established by the Department of Labour. A fourth category is those members of the public with a particular interest and expertise in the human resource development field.

The report recommends establishing a Ministerial Advisory Panel consisting of up to 15 individuals from the private sector in New Brunswick. Appointed to advise the Minister with respect to any aspect of the establishment of Departmental services or of their operation, these appointees would be people distinguished for their interest and expertise in education and training in their respective organizations.

The existing province-wide sectoral IMAC's would be replaced by Sectoral Human Resource Councils (SHRC's) advisory to the Department. Six currently exist. These and any new ones will be co-chaired by an industry representative and an Executive Director of Educational Services. It is expected that the Councils will be major vehicles for market-driven federal training support.

Each college is to retain the freedom to establish its own consultative structures in the community it serves, limiting the mandates to issue-specific policy or needs areas. Where a province-wide Program Advisory Committee exists, colleges are not to establish local course or program advisory committees, nor are they to set up overall college advisory committees.

All colleges are to maintain student councils with assured administrative and instructor linkages.

Any industry training committee whose function could be discharged by a SHRC or a sub-committee thereof should be disbanded.

2. Federal/Provincial Committees

The report notes the historic structures of consultation with the regional office of Employment and Immigration Canada (CEIC) as provided by bilateral agreements, as well as the fact that the two main committees have not met frequently in the last few years. It does not suggest an extensive system of committees, but confirms the need for intermediate consultation on policy matters. It observes that several other joint committees exist which this Department does not chair and which are not integrated with the main committees.

The report recommends the continuance of the joint Labour Market Needs Committee, meeting infrequently, with its Executive Committee and co-chairs free to settle bilateral issues between full meetings. The Strategic Planning Sub-Committee, co-chaired by the federal Director of Labour Market Development and the Department's Director of Planning, should also continue and meet more regularly now that an enabling agreement is again in place.

Federal agreement would be sought to bring all joint New Brunswick labour market and human resource development committees into a clear relationship with the consultative structure, with specialized working groups or committees reporting to one of the two sub-committees.

3. National and Interprovincial Consultative Structures

The report describes the current situation involving the federal-provincial and interprovincial labour market matters committees. It notes the structure created by the Council of Ministers of Education, Canada and the Interprovincial Standards Program Coordinating Committee (ISPCC) regarding apprenticeship. It also describes Atlantic and Maritime regional linkages.

The report recommends maintenance of the existing structures, noting that the ISPCC apparatus will in all likelihood be overhauled pending completion of the national

reviews of apprenticeship. It suggests some alteration of the Department's representation on the ISPCC sub-committees in the meanwhile.

An Atlantic and/or Maritime consultative thrust is urged. While the report does not propose establishing a hierarchic structure, it suggests that more regular meetings be held by different levels of the Department with provincial regional counterparts. To deal with regional programming, it also suggests that the possibility of creating an appropriate forum under the Council of Maritime Premiers be explored.

4. Program Advisory Committees

The report describes the present industry and labour advisory mechanisms extant for the Department's programs and their interrelationship with Curriculum and Learning Materials Committees.

The report recommends establishment of a single Program Advisory Committee (PAC) for each of the Department's training programs, existing or proposed. Up to a maximum of 10 employer and employee representatives would be appointed by the Deputy Minister to each PAC. Government members, including a Curriculum Co-coordinator and at least one instructor, would be appointed by the Directors of Curriculum and Evaluation.

Each PAC is to be chaired by a member elected by the private sector appointees. PAC's would conduct their proceedings in both official languages wherever possible and

appropriate. To this end the Department will have to obtain use of a facility and access resources to provide simultaneous interpretation.

The private sector membership of each PAC should be sensitive to the socio-economic make-up and to the occupational structure, and reflect the linguistic and geographic nature of the province. Private sector members may be paid per diems and travel expenses in accordance with existing government policies if required.

PAC minutes in both official languages are to be circulated to appropriate Departmental Directors. Government members of the PAC's are to be responsible for the functions of the current Curriculum and Learning Materials Committees, informing the PAC's of their proceedings, but operating as Curriculum Working Groups which are not PAC sub-committees and which are not in reporting relationships to the PAC's.

The report favours the further evolution of the clustering concept through meetings of representatives of related PAC'S.

5. Other Consultative Mechanisms

There are quite a number of committees or other forums which the report classifies as resulting from particular

services involving the Department. These originate due to membership in associations, to participation in activities of central concern to other departments, to the requirements of other departments' operations, to the operation of local projects, and to semi-administrative needs. Considering the size of the Department and the scope of its activities, the report does not find the present number of such forums out of line.

The report recommends continued Departmental participation in those miscellaneous consultative mechanisms necessitated by the specific services provided by the Departments and at a volume as currently practised.

INTRODUCTION

MANDATE

This report has been prepared at the request of the Deputy Minister of the Department of Advanced Education and Training. The mandate of the study generally is to examine the various formal and informal consultative mechanisms in place in the department and to recommend on the best system of committees and other linkages (See Appendix I for complete terms of reference.)

PROCESS

The study comprised an information gathering phase and a report preparation phase. The information gathering involved research and interviews. Those interviewed were most of the head office managers of the Department and some college principals. (See Appendix II for list of persons interviewed.)

The report was prepared and circulated to the Senior Executive Committee with the request that they comment on its content. The final report represents the views of the Steering Committee, taking into account the views of those interviewed and particularly of the Department's senior management.

DEFINITION

By a "consultation mechanism" is meant any linkage between individuals or organizations which is formally or informally established in order to provide for the exchange of information on a consistent basis, the provision of advice, or the transmission of a decision in the discharge of the department's mandate (See Appendix III for a more complete definition.) The most common, although not the only, form of consultation mechanism is the committee. These mechanisms are usually established to meet an existing need. They may be disbanded when the need diminishes or disappears, they may change as the needs change, or they may continue on by force of momentum although their usefulness has ceased. It may also happen that, for lack of an effective mechanism, some consultation requirements are either poorly served or not served at all.

CRITERIA

The most important operating criteria in assessing consultation mechanisms were **efficiency** and **need.** A determination was sought as to whether the mechanisms were efficient in terms of resources and the flow of communication with respect to the need being filled, and whether the need was one which ought to be met. As to assigning responsibility for those mechanisms recommended, the principles were **simplicity** and **contiguity.**

In other words, all other things being equal, the simpler model was preferred; and all other things being equal, those most involved and knowledgeable should have access to, and often control of, the mechanism under consideration. Long lines of communication and authority were abandoned in favour of short or flat hierarchies in which decision-making and authority were decentralized to the lowest level possible, thereby co-locating responsibility and authority.

Where possible attempts have been made to streamline areas of committee activity. An effort has been made to locate clearly where functional concerns lie. The principles of **provincewide responsibility** wherever possible and the use of **simultaneous interpretation** at meetings have been adopted. Prescribing structures for the colleges has been avoided while the concentration has been on the Department's structures.

STRUCTURE OF THE REPORT

This study attempts to document the consultative mechanisms with which the department is involved and to evaluate them in terms of the need they are intended to serve and the effectiveness with which they can serve that requirement. The objective of this study is to ensure that the department's committee structure and representation enable the right people to talk to each other at the right time about the right things in a way

which causes the right actions to be taken or decisions to be made.

Accordingly, this report has three main parts. Chapter I presents the conceptual framework in terms of which the consultative structure is to be studied. Specifically the mandate of the department is delineated permitting the reader to see that the need for consultation flows from the nature of the department's responsibilities. Chapter II is the main body of the report and presents a description of the existing consultative structure as indicated by the research and interviews. This structure is analyzed under five main classifications. Recommendations are made respecting each such group. Terms of reference statements are presented for each proposed new mechanism. Chapter III is an inventory of the existing structure compiled from information provided to Planning Services.

CHAPTER I

CONCEPTUAL FRAMEWORK

It is customary to divide the actions of government into two policy fields -- economic and social. The link between these two policy fields is provided by labour market policy because of its concern with individuals engaged in economic activity (broadly understood). The two major purposes of government's intervention in the labour market are: 1) to ensure sufficient employment demand; and 2) to ensure a sufficient supply of trained and skilled individuals to take advantage of that demand. The programs and policies which government brings to bear on the supply side are collectively referred to as Human Resource Development.

As a result of the recommendations of the Office of Government Reform the Premier announced in October, 1985 the creation of a new Department of Advanced Education and Training which was to have overall responsibility for human resource development. This responsibility was to be discharged by consolidating in the new department:

- the responsibilities of the former Department of Community Colleges;
- the human resources development functions from the Department of Labour and Human Resources;

- responsibility for the province's nursing schools, the Laboratory Technician Program, the Provincial Language School, and the N.B. Craft School;
- responsibility for government liaison with the Maritime Provinces Higher Education Commission; and,
- responsibility for negotiations with the federal government on all matters pertaining to human resource development.

The Department of Advanced Education and Training has as its primary mandate to coordinate and oversee all the government's activities in the area of human resource development. In terms of its primary mandate the department has a staff role. But it is also the case the department manages the delivery of some portion of the human resource development services provided in the province. As a second set of responsibilities then, the department must deliver services through the institutions for which it has management responsibilities as well as coordinating responsibilities.

The department cannot discharge its overall responsibility to coordinate human resource development activities without communicating with those who provide those services, who avail themselves of those services, and who employ those who have so availed themselves. Thus, the department establishes and services consultation mechanisms to maintain program and policy links with other government agencies, the public, and the

private sector, in order to receive and to provide information, advice, and decisions so as better to fulfill its mandate to determine needs, coordinate others' activities, ensure compatibility with other activities, and provide services, all in the area of human resources development. In short, the department exercises its primary mandate by consulting. Even in the direct delivery of services, however, consultation is critical, and so consultation can be seen as necessary to everything the department does.

It is possible to consider these consultative activities in terms of the mandate of the department and of the various needs which as a consequence it must meet. The four main functions which the department must perform are to **plan**, to **coordinate**, to **deliver**, and to **evaluate**.

The planning function requires consultation with the public, the private sector, non-profit organizations, with municipal, provincial, and federal governments, and with other economic and social planners. These consultations are for the purpose of gathering information and advice.

The coordinating function quite clearly requires communication with those whose activities are being coordinated in order to provide them with information, advice, and decisions. This function also includes activities undertaken with other agencies in the joint-management of human resource development programs.

(Examples are CEIC purchase of training, and the employability enhancement programs for social assistance recipients.)

The delivery function comprises the direct provision of training and counselling services to individuals and organizations. It is evident that to deliver such services it is necessary to communicate and consult quite extensively with a broad range of service recipients and providers.

Finally, evaluation provides response to the planners and coordinators who in turn provide input to those delivering and benefitting from the government's human resource development activities. Good evaluation requires as an intrinsic component communications with all the major players in the process in order to gather the appropriate input and to provide the appropriate feedback.

These needs of the department to provide and receive input across **the entire range** of its responsibilities makes communication, and the consultative mechanisms which channel it, the true nervous system of the organization without which it would be paralysed.

More specifically, the objectives of the department's consultative structure are to ensure that:

- the technical components of the programs and course

offerings are reflective of the needs of the occupation;

- the selection of programs offered reflects the needs of New Brunswick industry;
- the program offerings reflect the needs of the Canadian context so as to ensure maximum mobility for our citizenry;
- an adequate number of individuals are trained to ensure a pool of qualified workers without creating unnecessary surplus;
- program offerings are priorized in the event that financial resources do not permit the department to meet all identified needs;
- proper linkages are established with other agencies involved in program delivery, program funding, and needs identification at the local, provincial, or interprovincial level;
- proper community input is provided in matters of concern to individual college's local and regional publics;
- the social needs of the people of New Brunswick are identified and documented so that they may be met effectively and efficiently;
- all available data that is relevant to the department's mission is obtained; and
- programs to be operated jointly with other agencies are done in an orderly and coordinated manner.

Chapter II

DEPARTMENTAL CONSULTATION

1. INTRODUCTION

The Department of Advanced Education and Training has inherited a wide array of consultative mechanisms. Some of these have arisen from the simple need for working relationships with a multitude of public and private organizations. Others have been created to obtain expert advice on technical matters of major importance to program delivery. Some of these mechanisms are formally structured committees; others are ad hoc. Taken together they constitute forums requiring a significant amount of staff time.

The array of these mechanisms can be somewhat bewildering. While some have occurred in consequence of previous departmental structures, the functional reasons for their existence continue.

The proposals made in this report will not reduce consultative time demands to a minimum, but they ought to result in some major savings. Nor will they eliminate all confusion about mandates or about the appropriate forum wherein to discuss a particular departmental function.

As new programs evolve, it is inevitable that new committees and liaisons will emerge. However, all such structures should be consciously established and they should be endorsed by the Department's senior management. Their interrelationship with existing mechanisms should be carefully considered and consistency with any Departmental mission statement be observed.

2. CONSULTATION WITH THE PUBLIC

Background

Consultation with the public presents the widest scope for the Department's information and advice gathering. The Department's activity in these forums has a consequential impact on the public's perception of both the Department and its programs. It is important that the level of Departmental participation be high both in qualitative and organizational terms.

Departmental planning is responsibly conducted when done with an awareness of public need. That need can be identified by professional examination of data, trend analysis, information from other jurisdictions and specific inquiry results. But it can also be identified by the public acting in its own self-interest. Geographic consultation is most useful on a sporadic basis; so too may be consultation with special interest groups.

There are, of course, many different segments of the public to be considered in terms of consultative mechanisms.

The broadest responsibility to the public in respect of the Department rests with the Minister and the Cabinet. Every New Brunswicker has the right of recourse to this, the highest level of consultation or advising, and no structure should be interposed to interfere with this ultimate accountability. The political and electoral process is the final arbiter of public opinion on the conduct of all government responsibilties.

There exists within the public a substantial degree of expertise concerning the development of our human resources. The Minister can and should benefit from some systematic enlisting of that capability in the pursuit of government and departmental objectives.

Various formulas have existed. We have experienced a province-wide Board of Governors structure, one which is quite inappropriate for what is now a government department. We turned to Ministerial Campus Advisory Committees in order to reinforce the community concept underlying the colleges. As the colleges individually became increasingly identified as serving provincial needs and not purely local ones, the campus committees became less appropriate and their mandate less clear.

At present the only committees advisory to the Department which transcend particular programs are the six Industrial Ministerial Advisory Committees (IMAC's) and the Labour Ministerial Advisory Committees (LMAC), all of which were previously established by the Department of Labour. These have had widely varied histories. Many sectors are not represented, nor is it feasible in many cases to create such groups. In certain instances, where a particular industry is relatively well defined, has an active group association, and is able to articulate industry positions with reasonable clarity, this mechanism can be extremely beneficial to the Department.

Analysis

The Minister's broad public accountability and interaction is taken as a given. In segmenting the public further it is useful to distinguish different public relationships.

First there are the users of the Department's services. The students at each campus have a forum in the existence of the student councils which have a direct link with campus staff. This should be retained.

Secondly, there is the local community. With the disbanding of the Campus Advisory Committees, there is some concern that the population in the area served may not have adequate channels for public input to the Department's local operation. Several possibilities can serve to redress any such lack. It is the Department's view that each college should evolve its own preferred arrangements in this regard.

Some colleges have local program or course advisory committees which are constituted as the colleges determine their necessity. However, as the trend towards college orientation and specialization strengthens, the community served becomes increasingly a province-wide one. A college offering a course with a provincial mandate should be in a position of responding to consultation in a province-wide forum, and not a purely local one. Accordingly, where a provincial program advisory committee exists, duplication of it at the local level should be eschewed.

There are also instances of colleges creating local committees to assist in the identification of community service needs which are not currently being adequately met. There are a host of what might be classified as administrative liaisons between the colleges and community organizations or establishments. Any or all of these can be excellent vehicles for consulting with the local or community public.

Thirdly, there are those who are end users of the training system. Their requirements and advice are elicited in whatever forums are established for employer and employee input to the system. On a province-wide basis these are found in the Program Advisory Committees (discussed separately) and in the IMAC's and LMAC. At the local level there are local apprenticeship advisory committees as appointed by the Director of Apprenticeship and Occupational Certification as authorized by the Act. These meet only as circumstances warrant and generally only in major centres with a lot of current trade activity. They have been useful, particularly when a very specific trade training or certification problem has occurred at the local level. But in general they rarely meet. It is unnecessary to have many of them, but the authority to create them should be retained.

Finally, there is that aspect of the public which is most knowledgeable about the development of human resources. This segment of the public can be of great service to the Department by marshalling the latest information regarding training services in particular and human resource development in general. By bringing the expertise of a number of leaders in the promotion of human resource development to a forum advising the Minister, the Department should be in receipt of excellent direct input from the public most concerned and knowledgeable about its work.

Recommendation Discussion

The Department can benefit from public advice at the highest level. A synergetic relationship with labour and industry is most productive of human resource development initiatives. Accordingly we recommend the establishment of a Ministerial Advisory Panel (MAP). The panel would be comprised of corporate, labour, and educational leaders interested in human resource development and anxious to promote it within their fellow organizations. The panel will advise the Minister on general departmental policy and services operations, college participation in industrial training, and new techniques in training, and will actively promote the practice of employer-based training.

It is in respect of serving the economic development goals of the Province that further province-wide consultation is imperative. Accordingly, we recommend the establishment of Sectoral Human Resource Councils (SHRC's). These would be co-chaired by an Executive Director of Educational Services with Secretariat and one representative from Planning Services for analytic purposes. Where appropriate colleges specializing in services for a particular sector could also participate.

The SHRC's will replace the existing IMAC's and the number of active councils will vary according to industrial activity and interest. Consistent with IMAC membership precedents, the SHRC's will have employer representation reflective as appropriate of the industrial sector's geographic and linguistic composition. The SHRC's will be advisory to the Department at large.

In view of the historic difficulties inherent in obtaining any reasonable level of LMAC activity, and in view of the inclusion of labour representatives on the proposed MAP, the LMAC should be disbanded.

The proposed Departmental consultative structure is shown in Figure 1.

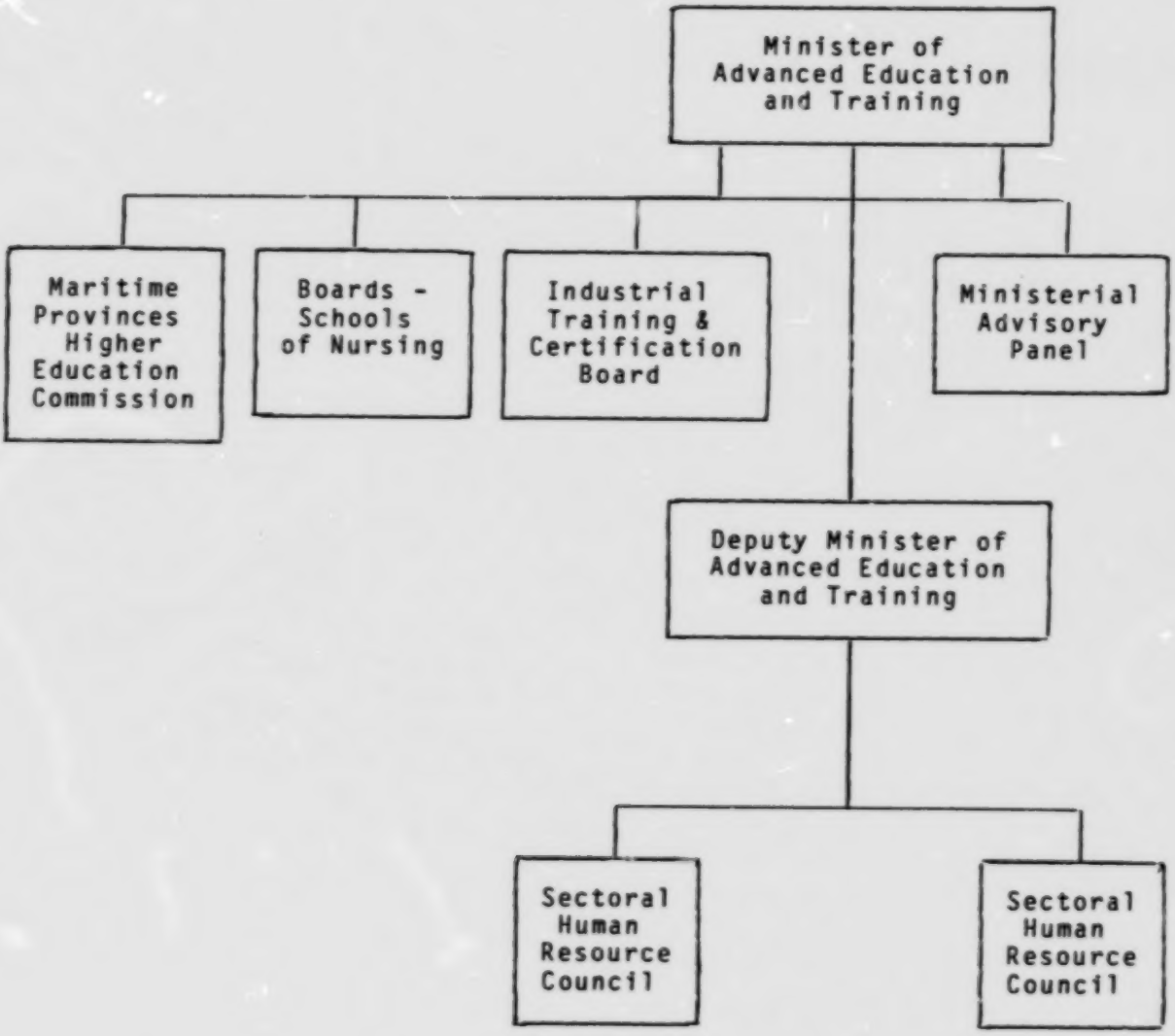
The colleges should maintain their student councils, ensuring adequate administrative and instructor linkages. The consultative structures in the community appropriate to each college are left to them to determine with the proviso that they not create overall college advisory committees, but establish linkages and committees with issue-specific mandates, dealing with clearly limited policy areas related to Departmental services in the community. Where a province-wide Program Advisory Committee exists, colleges are not to establish local course or program advisory committees.

The authority to create local apprenticeship advisory committees should be retained by legislation and exercising the authority should continue to be vested in the Director of Apprenticeship and Occupational Certification.

It should be noted that the Minister is also in receipt of advice from the Boards in place at each Nursing School. At this time it is not proposed that this arrangement be altered pending the evolution of policy concerning the training of nurses in New Brunswick.

FIGURE 1

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING


Minister of Advanced Education and Training
Maritime Provinces Higher Education Commission
Boards - Schools of Nursing
Industrial Training & Certification Board
Ministerial Advisory Panel
Deputy Minister of Advanced Education and Training
Sectoral Human Resource Council
Sectoral Human Resource Council

Proposed Departmental Consultative Structure

Specific Recommendations

This report recommends:

1. The establishment of a Ministerial Advisory Panel.

2. The establishment of Sectoral Human Resource Councils (SHRC's) to replace the IMAC's. The SHRC's would be advisory to the Department.

3. The disbanding of the Labour Ministerial Advisory Committee.

4. The maintenance, with assured administrative and instructor linkages, of the campus student councils.

5. Freedom for each college to establish its own consultative structures in the community it serves with the proviso that it not create overall advisory committees, nor course or program advisory committees where provincial ones exist, but establish mechanisms with issue-specific mandates within limited policy areas.

6. The continuance of the authority of the Director of Apprenticeship and Occupational Certification to create local apprenticeship advisory committees.

7. The disbanding of industry training committees (except Program Advisory Committees) when their functions can be discharged by a SHRC or a sub-committee thereof.

Mandate

The Ministerial Advisory Panel has the authority to advise the Minister with respect to any aspect of the establishment of Departmental services or of their operation.

More particularly the MAP is to advise the Minister regarding the latest advances in human resource development, to promote industrial training in the private sector and to foster appropriate and complementary training initiatives both in the private sector and at all three levels of education in New Brunswick. The panel should identify and priorize new and existing areas of Department activity in need of study and innovation. The panel should also be familiar with the Province's economic development strategy and advise how the Department's human resource policies can best achieve the strategy's goals.

The Sectoral Human Resource Councils serve to advise the Department on the human resource requirements of key industrial sectors. They constitute committees for the exchange of information between employers and government concerning the full

gamut of human resource issues. Training is a major but far from exclusive concern of these groups. To the extent that other industry training committees exist (excepting FAC's) they should be disbanded and their function performed by the SHRC for that sector, or a sub-committee thereof.*

These Councils will be co-chaired by an Executive Director of Educational Services and a representative of the industry elected by those appointed to the Council. The Director-General for New Brunswick of the C.E.I.C. will also be a member, as well as a Secretary and a Planning Services analyst from our Department. The advice of industry and industrial associations will be sought before appointments to each SHRC are made, and the membership should reflect the geographic and linguistic diversity of the industry as appropriate.

The Councils will be encouraged to identify sectoral concerns which would be alleviated by new or expanded services consistent with the Department's overall human resource development mandate. It is expected that the Councils will become major vehicles for market-driven federal training support.

There is no need to alter the existing mandate regarding the local apprenticeship advisory committees.

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* The best instance in this regard is the Advisory Committee--Hospitality Training in New Brunswick.

PROPOSED TERMS OF REFERENCE

Name:	**Ministerial Advisory Panel**
Membership:	A maximum of 15 individuals from the private sector in New Brunswick who are distinguished for their interest and expertise in education and training in their respective organizations representing corporations, labour and education.
Appointment:	By the Minister of Advanced Education and Training
Recompense:	Per diems and travel expenses at standard government rates, if individually required.
Term of Office:	Two years. Terms would be renewable with the objective of ensuring both continuity and the infusion of new perspectives.
Frequency of Meeting:	3 times per year approximately
Chair:	The Minister of Advanced Education and Training
Departmental: Support:	As provided by the Deputy Minister
Mandate:	To advise the Minister concerning departmental services, particularly by:

- identifying current advances in human resource development
- indicating Departmental activities of a general nature in need of review
- suggesting new or expanded Departmental services
- promoting industrial training in New Brunswick in conjunction with the Department
- fostering complementary training initiatives in the private sector
- presenting relevant reports prepared by Panel Working Groups.

PROPOSED TERMS OF REFERENCE

Name: **Sectoral Human Resource Councils**

Membership: A maximum of 10 individuals from companies or industrial associations active in the particular sector in New Brunswick.

The Executive Director of Educational Services or his/her designate.

The Director General for New Brunswick, Employment and Immigration Canada or his/her designate

The Director of Planning or his/her designate.

Appointment: By the Deputy Minister of Advanced Education and Training

Recompense: Per diems and travel expenses at standard government rates if individually required.

Term of Office: Private sector appointments are for two year terms. They can be renewed.

Frequency of Meeting: At least once a year.

Chair: The councils are co-chaired by one of the Executive Directors and one of the industry representatives elected by them.

Departmental Support: As provided by the Director of Planning

Mandate: To advise the Department concerning human resource issues of importance to the sector, particularly by:

- indicating and previewing sectoral occupational requirements
- identifying changes in production which necessitate human resource reallocation and/or training
- commenting on the Department's provision of services of importance to the sector
- suggesting new or expanded Departmental services complementary to the sector's industrial development
- providing sectoral reaction to recommendations and priorities of the Ministerial Advisory Panel
- presenting relevant reports prepared by Council Working Groups.

3. FEDERAL/PROVINCIAL COMMITTEES

Background

Historically, Employment and Immigration has purchased training from provincial institutions under agreements with the Province. Those agreements provided for a federal-provincial committee which was the forum for the discussion of any concerns C.E.I.C. wished to discuss with the province and vice versa. Although these may have been training agreements, the federal-provincial committee was charged with the responsibility of discussing the full range of human resource issues. The human resource responsibility has been transferred to our Department. Accordingly we must organize the presentation of provincial human resource positions in the federal-provincial committee. That committee is now called the New Brunswick Labour Market Needs Committee.

There has not been a meeting of the full Labour Market Needs Committee since February 1984. There have been occasional meetings of its Executive Committee which involved the regional Director-General and the lead Provincial Department's Deputy Minister as co-chairs, together with two others, and sometimes the co-chairs would meet to resolve an issue or endorse a joint region/province position.

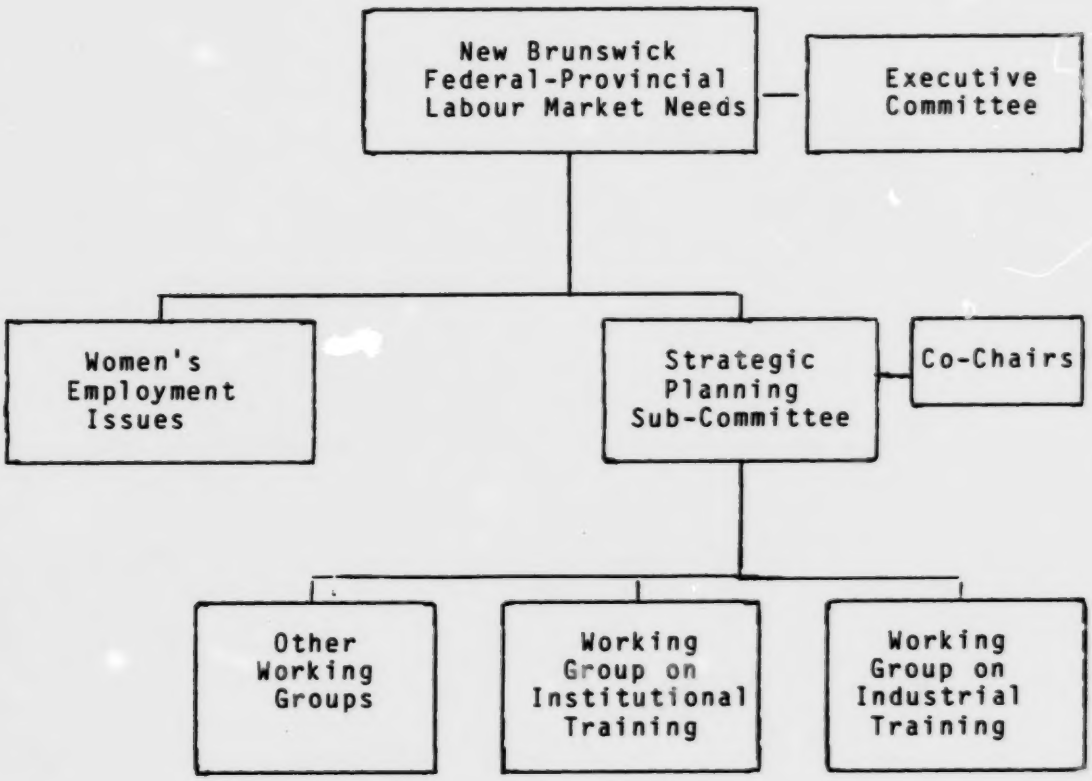
There are, however, a number of federal-provincial committees and working groups which exist, ostensibly under the aegis of the Labour Market Needs Committee. These include the Women's Employment Issues Committee, the Working Group on Institutional Training, the Job Development Review Boards, the Labour Market Outlook Working Group, the Community Futures Regional Advisory Board, and the like. Often program managers will meet systematically to review a particular program, especially where both governments are heavily involved (Job Entry and Re-entry are examples).

Historically an intermediate level of inter-governmental and interdepartmental committee existed -- the Strategic Planning Sub-Committee (of the Labour Market Needs Committee). This involved about 20 people from a multiplicity of federal and provincial departments and served as a formal committee for the receipt and discussion of plans and program reports. This committee last met in November, 1983. However, the co-chairs have met frequently, often with others attending from their respective organization.

The existing joint consultative structure is shown in Figure 2.

FIGURE 2

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING



Existing Joint Consultative Structure

In consequence of either federal programs or federal-provincial agreements, several other committees exist or will exist. In the agreement category are the joint Agricultural Employment Committee which is Department of Agriculture/C.E.I.C. Regional Office co-chaired, and the proposed joint Management Committee under the Agreement to Enhance the Employability of Social Assistance Recipients (SAR's). The federal Community Futures program provides for a joint Regional Advisory Board, as well as local support groups. These are all instances of joint mechanisms established under proposed agreements which our Department signs, but are forums which we do not chair. Furthermore, with the exception of the Agricultural Employment Committee (which has historically had an advisory relationship to the Labour Market Needs Committee), these mechanisms do not tie into the Labour Market Needs Committee structure.

Analysis

Neither government has felt in recent years the need for a broadly-based interdepartmental committee to review the application of public human resource policies. It must be noted that such a system was established under the Adult Occupational Training Act when agreements were 5 years in length and programs in many cases even longer. Since 1982 (National Training Act) operations have been conducted under one 2 1/2 year agreement, a one year extension, and more than 1/2 year with no agreement.

Furthermore the program mix has been significantly altered during this period with the evolution of the Canadian Jobs Strategy.

In general during this period of great change the absence of a plethora of joint committee meetings has served us well. Differences have been resolved, when it was possible to do so, bilaterally between officials or within program-focussed working groups.

Occasionally it was necessary to form a new level of meeting or committee in order to have an intermediate level of discussion on policy matters. Accordingly the joint Training Committee was formed in September 1984 and continued meeting until June, 1985, with a mandate limited to training matters.

All of this suggests that there is no need to resuscitate an extensive series of hierarchical and interrelated committees. There is a need for an intermediate level of consultation on policy matters. Direct bilateral working groups should continue.

The general relationship between Employment and Immigration Canada and this Department is complex; there is a multiplicity of programs undertaken by both which inter-relate, and which are critical to the Province's human resource development. In

several key areas the Province discharges its mandate in cooperation with other provincial departments (for example, Labour and Income Assistance). It is imperative that overall responsibility for policy matters between the two governments be clearly located within this Department.

While other joint committees in the human resource development area may well exist without this Department's chairing them, their work is often extremely important to the overall C.E.I.C./Province relationship for which this is the lead provincial Department. In view of the fact that the Labour Market Needs Committee and its Strategic Planning Sub-Committee are interdepartmental in composition, there is no logical impediment to these other committees being integrated with the consultative structure.

The proposed joint structure is shown in Figure 3.

Recommendation Discussion

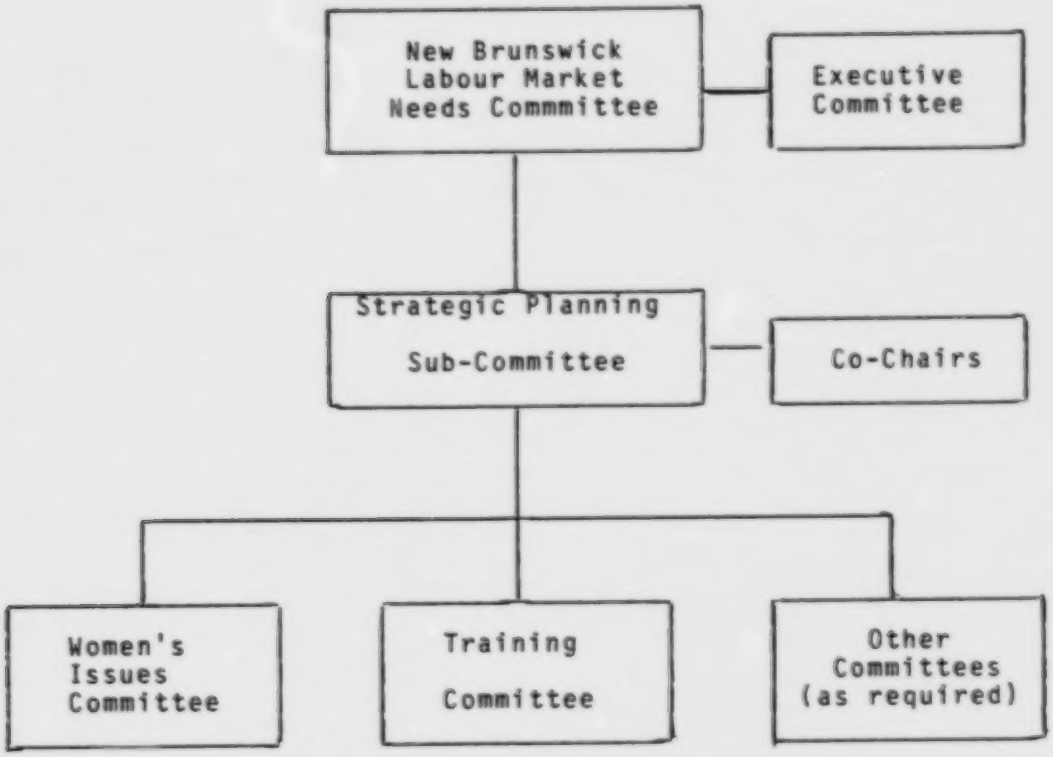
The Labour Market Needs Committee, Executive Committee, and Co-chairs should continue as a structure, meeting in full or executive session very rarely. The co-chairs should feel free to settle major issues bilaterally without doing so in a committee arena.

The Strategic Planning Sub-Committee should continue to exist, co-chaired by the federal Director of Labour Market Development and this Department's Director of Planning Services. The Department's representation would include the two Executive Directors of Educational Services and the committee could involve others in the respective organizations were a meeting called in order to discuss a particular issue. This committee would also meet in order to receive and discuss reports from working groups, or to resolve issues emanating from the work of such groups, including the Management Committee set up under the SAR's agreement.

The Strategic Planning Sub-Committee will have provincial representation from Labour and Income Assistance in addition to this Department. Other provincial departments may have to be added should the need arise.

FIGURE 3

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING



Proposed Joint Consultative Structure

All joint federal provincial human resource development committees should report to the Strategic Planning Sub-Committee and it should meet on a more regularized basis when a bilateral agreement providing for the federal-provincial committee structure is once more in place.

The Department should seek federal agreement to bring joint committees which do not have a clear relationship with the Labour Market Needs Committee structure under that umbrella.

Specific Recommendations

This report recommends:

8. The continuance of the Labour Market Needs committee to meet in full session rarely, but with its Executive Committee and Co-chairs free to settle bilateral issues.

9. The continuance of the Strategic Planning Sub-Committee, co-chaired by the federal Director of Labour Market Development and the Department's Director of Planning. This intermediate structure would receive and discuss working group reports.

10. In addition to this Department, representation on the Strategic Planning Sub-Committee from the Departments of Labour and Income Assistance will be requested. Other departments may require representation depending on future circumstances.

11. The reporting to the Strategic Planning Sub-Committee of all joint federal-provincial human resource development committees and more regularized meetings of the Sub-Committee once an enabling federal-provincial agreement is again in place.

12. The seeking of federal agreement to bring all joint provincial labour market and human resource development committees into a clear relationship with the main consultative structure.

Mandates

The Labour Market Needs Committee serves as an officials' forum for federal-provincial discussion of human resource development issues. All programs and policies of the two orders of government which have human resource development goals can be reviewed by the Committee. When it is desirable to articulate a

joint regional/provincial position or proposal for consideration by either or both governments, the Committee provides the appropriate endorsement.

When federal-provincial human resource agreements are in force, the Committee serves as a broad policy management group. It receives recommendations and plans from other committees or working groups and facilitates the harmonization of programs.

At the executive level, the committee can resolve many specific issues and direct other groups in the overall structure to undertake reviews of particular problem areas or implement operational modifications.

The Strategic Planning Sub-Committee constitutes an intermediate level of discussion between the two governments serving more regularly and in a more detailed fashion as a policy review mechanism. It is usually the first level of discussion between the two governments regarding the impact of proposed human resource policies, or the need to alter existing arrangements. Issues arising from the work of other joint mechanisms are discussed at this level and if possible resolved there.

This committee or level of interaction is the principal vehicle for keeping the Labour Market Needs Committee chairs informed about extant and emerging policy matters throughout the human resource development mandates of the two governments.

In consequence of the proposed joint structural change and other recommendations, revised terms of reference for the existing Women's Employment Issues Committee have been drafted.

PROPOSED TERMS OF REFERENCE

Name: **Women's Issues Committee**

Membership: Equal representation of the federal and provincial governments from departments or agencies having particular responsibility for women's issues.

Appointment: By the Director General for New Brunswick, Employment and Immigration Canada in the case of federal members. By the Deputy Minister of Advanced Education and Training in the case of provincial members.

Recompense: N/A

Terms of Office: As determined by the appointing officials

Frequency of Meeting: As determined by the members.

Chair: The committee is co-chaired by two members designated by the appointing officials

Departmental Support: As provided by the co-chairs of the Strategic Planning Sub-Committee

Mandate: To advise and inform the Strategic Planning Sub-Committee concerning human resource development and labour market matters of specific relevance to women, particularly by:

- assessing the employment of women in terms of anticipated labour supply and demand
- reviewing the general training needs of women in New Brunswick
- sharing relevant information and as appropriate furthering its dissemination
- making recommendations to the Sub-Committee regarding the above and presenting relevant reports.

4. NATIONAL AND INTERPROVINCIAL CONSULTATIVE STRUCTURES

Background

The present structure is of fairly recent origin, having come together as the Dodge and Allmand reports were being discussed and the National Training Act agreements were being negotiated.

The federal-provincial and provincial-territorial structures interlock at the top levels, ministerial and deputy ministerial. The normal practice is to schedule provincial-territorial meetings for the day preceding federal-provincial ones. The federal government co-chairs the latter through Employment and Immigration Canada. The provincial co-chair is from the lead province which also chairs the provincial-territorial meetings and coordinates information exchange and work between meetings (the role annually rotates). Provincial representation is through Ministers and their Deputy Ministers responsible for labour market matters. Occasionally the federal-provincial apparatus creates task specific groups such as a recent one on youth unemployment or the ongoing one invited to Canadian Occupational Projection System meetings.

Prior to New Brunswick's recent departmental reorganization, our representation was through the Department of Labour and Human Resources. After reform, the lead responsibility has

transferred to the Department of Advanced Education and Training, but the Department of Labour continues to participate primarily because of its retention of employment development and adjustment policies.

The Ministers meet with their federal counterpart at least annually. The Deputies meet with their federal counterpart slightly more frequently.*

Provincial-territorial meetings are also held slightly more frequently than federal-provincial ones, and can include two lower levels. The Senior Officials Committee is comprised of sub-deputy level officials responsible for human resource development (H.R.D.) policies. As these officials may have a host of other responsibilities, they create an H.R.D. Working Committee which prepares papers at the direction of the Senior Officials for provincial-territorial consideration.

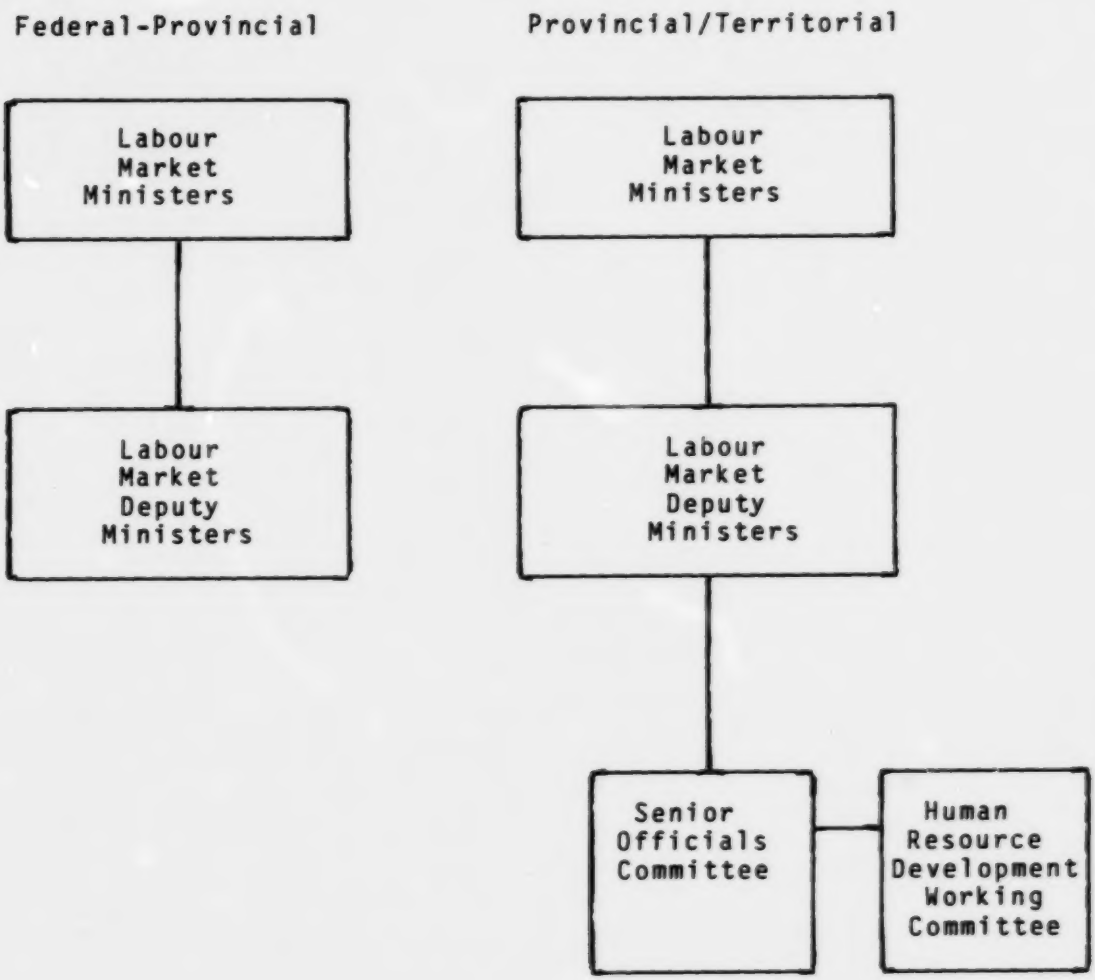
The national and interprovincial structure is shown in Figure 4.

*In 1985 the Ministers met three times and the Deputies four. There were provincial-territorial meetings held in conjunction with all seven occasions. This level of activity was high due to the introduction in 1985 of the Canadian Jobs Strategy.

An important interprovincial structure, the Council of Ministers of Education, Canada (CMEC), was established in 1967. The Council meets annually but the Advisory Committee of Deputy Ministers of Education meet as often as quarterly. The Advisory Committee has formed two sub-committees of deputies or their designates, one dealing with elementary and secondary education and another with post-secondary education and manpower training. Our department sits on the latter, and participates in its working groups such as the one on Finance/Information Exchange.

FIGURE 4

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING



Existing National and Interprovincial Consultative Structure

The CMEC structure is shown in Figure 5.

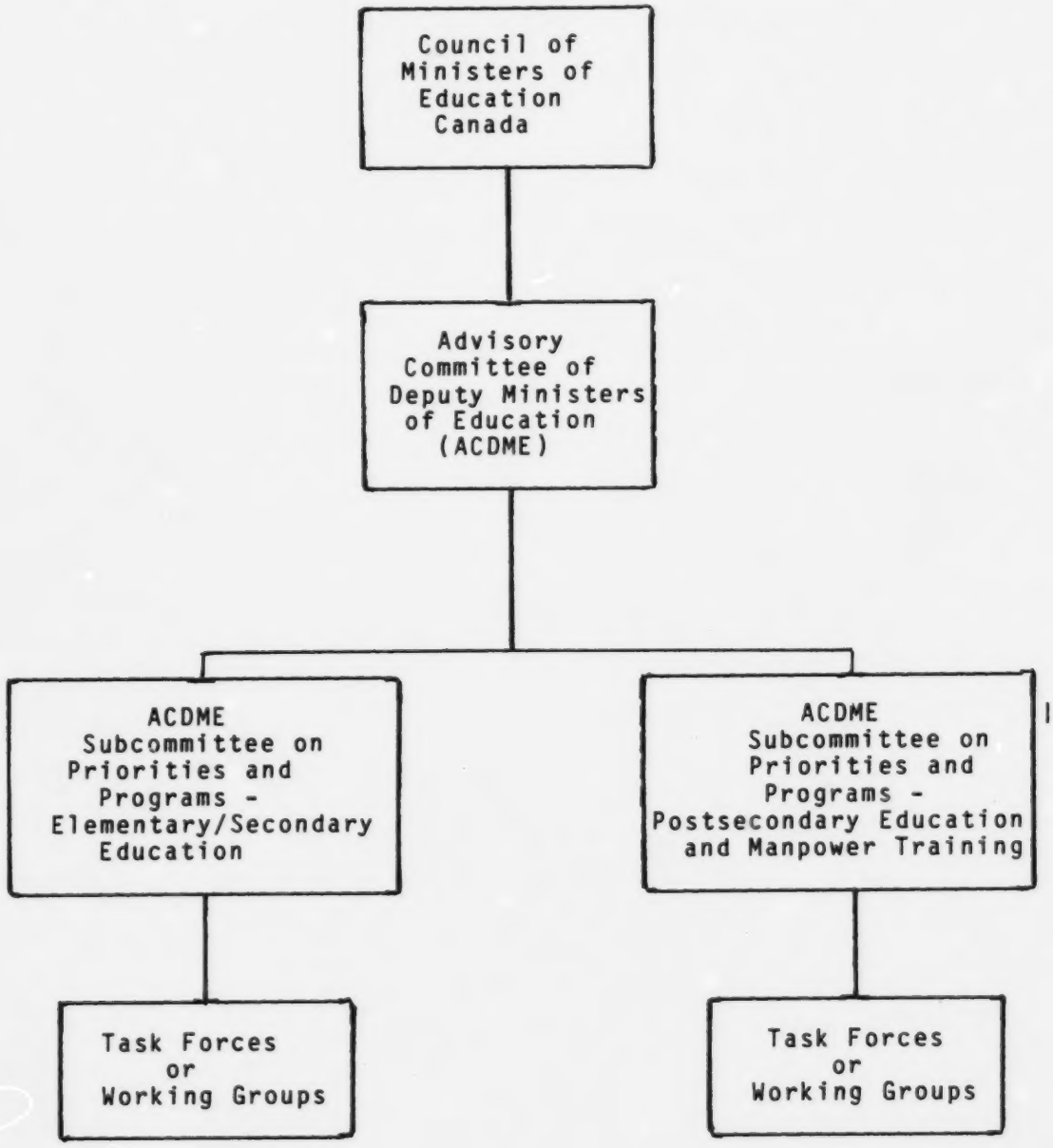
With support from C.E.I.C., the provinces established an Interprovincial Standards Program Coordinating Committee (I.S.P.C.C.) consisting of Directors of Apprenticeship. Their objective is to coordinate interprovincial trades certification (the Red Seal program in particular). The I.S.P.C.C. has established the Interprovincial Standards Examinations Committee comprised of Chief Examination officers to deal with examinations and the Standards Program's operation. It has also created three Sub-Committees, the main one doing the bulk of the work of the Examination Committee, and two dealing with computerization and translation.

The Interprovincial Standards structure is shown in Figure 6.

There are also several other committees and linkages which are federal-provincial or interprovincial in nature. One of these is the Lexicon Project Committee chaired by our Department but involving federal and Québec representation as well as that of other New Brunswick agencies. Their objective is to develop a standard use of terms for the trades in both languages. This committee has also formed a sub-committee to identify the resources available for developing appropriate terminology.

FIGURE 5

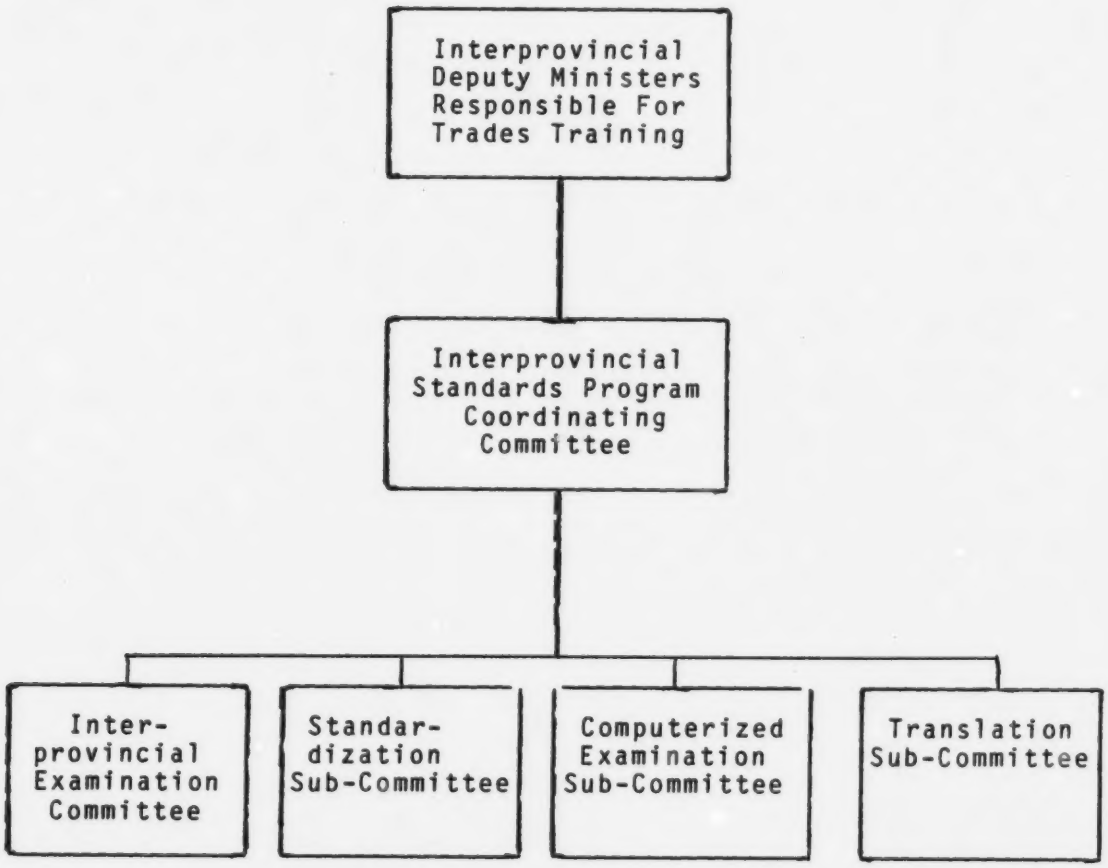
DEPARTMENT OF ADVANCED EDUCATION AND TRAINING


Council of Ministers of Education Canada
Advisory Committee of Deputy Ministers of Education (ACDME)
ACDME Subcommittee on Priorities and Programs - Elementary/Secondary Education
ACDME Subcommittee on Priorities and Programs - Postsecondary Education and Manpower Training
Task Forces or Working Groups
Task Forces or Working Groups

Existing Education Interprovincial Consultative Structure

FIGURE 6

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING



Existing Interprovincial Standards Structure

At the Atlantic regional level we regularly participate on the Atlantic Region Coordinating Committee. This brings together curriculum directors from the four provinces to exchange information concerning program material of interest to the concerned jurisdictions. On a more ad hoc basis, but roughly once each year, there have been regional meetings of senior labour market officials chiefly to review the state of federal-provincial program initiatives and/or negotiations. Once a year officials from the three Maritime Provinces have met to review the Graduate Follow-up Survey.

Another regional body is the Maritime Provinces Higher Education Commission of which the Deputy Minister is a member. The interconnection has not to this date resulted in other Departmental staff being regularly involved in the Commission structure. But the Department's new responsibilities for liaison with the universities and the MPHEC may require the evolution of new linkages in the future.

Analysis

The federal-provincial and provincial-territorial forums have greatly assisted all jurisdictions in coping with the major changes which have marked the last five years of federal labour market policy. It must, however, be observed that the structure is new and it tends more often to respond to particular initiatives rather than to serve as a mechanism for developing consensus on appropriate new directions. The high costs of holding meetings involving twelve or thirteen jurisdictions has led to the frequent expedient of twinning the provincial-territorial sessions with federal-provincial meetings. This often results in varying degrees of confrontational skirmiching as well as devoting a disproportionate amount of time on seeking agreed interprovincial positions regarding federal policies. These as often as not break down either during the federal-provincial session or in its aftermath of bilateral discussion.

Another difficulty has been the repeated shuffling of provincial departmental responsibilities. An extreme example can be seen in the fact that during this period Ontario has been involved through at least four different agencies (Colleges and Universities, Labour, Manpower Commission, and Skill Development).

A further complication is that labour market matters concern a very broad spectrum of human resource policies. A significant volume of federal and provincial programming is devoted to employment creation. In New Brunswick's case this responsibility rests outside the Department. Federally, however, it is clearly in the hands of Employment and Immigration. Accordingly, that policy area, together with others like immigration, labour force mobility and adjustment, and unemployment insurance are all matters for consultation in these forums. This necessitates the participation in some manner of provincial departments other than the one with lead responsibility for human resource development.

Despite all the difficulties, however, much is to be gained through regular consultation at these levels. Recognizing that full-blown national meetings have to be infrequent and that other methods of consultation (conference calls and the like) are imperfect at best, it would be beneficial to strengthen the regional consultative focus. Such a thrust has been adopted by the Western Provinces and they appear to be well satisfied in consequence. There are four Atlantic jurisdictions relatively closely located which should prove to be an excellent source of information exchange were this attempted on a substantially more regular basis. There may be a significant benefit to be obtained were Québec involved as well, but this should be explored from a firm base of Atlantic cooperation.

The Interprovincial Standards structure has been a relatively long-lasting and stable one. It faces, however, some severe testing in the years to come. While the initiative has accomplished a great deal, and New Brunswick has played a major role in its pioneering accomplishments, the whole Canadian apprenticeship system does not appear to have the dynamism required to adjust to current occupational evolution. Few new occupations have been incorporated on a national level and the standardization of existing ones is proceeding at a snail's pace. The entire Interprovincial Standards initiative is endangered by a lowering of federal support and there has been a gradual erosion of federal support for the apprenticeship system in general.

This then, is the context in which the existing consultative mechanisms function. Nationally the federal government is pressing for studies of apprenticeship in each jurisdiction. Until these are completed and the new federal stance on the matter is known, it is difficult to propose modification of the current structure, or a new consultative route to adopt. This report can only identify the area as one which almost certainly will require major adjustment to the federal-provincial committee structure serving it.

Recommendation Discussion

The continuance of the federal-provincial and provincial-territorial structures is taken as a given. There is some question as to whether or not the deputy ministers will want the Human Resources Development Working Committee to continue. At the moment our Director of Planning sits on both levels and were the Working Committee to continue it would be appropriate to re-examine our representation on it.

Similarly the Interprovincial Standards structure can be expected to continue, although some changes may be anticipated in view of the context as described above. Due to the Departmental merger there is a need to alter representation on some of the sub-committees. Personnel involved in the item banking project should sit on the Computerized Examination Sub-Committee and it would be sensible to have a member of the Lexicon project as our representative on the Translation Sub-Committee. Representation for the other committees should be the Director of Apprenticeship and Occupational Certification or appointed by that Director.*

A conscious effort should be made by this Department to foster linkages with appropriate counterparts in the Maritime Provinces, and where possible in Newfoundland and Québec. While much of this

Note: See Recommendation 15, page 51

contact can be accomplished with telephone calls, occasional meetings for more thorough exchange of information are definitely urged.

Certain institutions, such as the Maritime Forest Ranger School, the Atlantic Police Academy, the Nova Scotia Agricultural College, and the Land Survey Institute are regional enterprises. To the extent that these come under the preview of the Maritime Provinces Higher Education Commission, then the Deputy Minister has an input into the policies and initiatives adopted at each such institution. New Brunswick's Colleges and a number of Nova Scotian institutions are not included in the MPHEC mandate and yet provide regional training services or could do so. There is no forum in existence for determining the agreed evolution of regional training programs, and the feasibility of establishing one should be explored with the Council of Maritime Premiers.

Specific Recommendations

The report recommends:

13. The maintenance of the existing federal-provincial and provincial-territorial structures.

14. The re-examination of our level of participation on the Human Resources Development Working Group if the Deputy Ministers wish it to continue.

15. The alteration of our representation on the Interprovincial Standards sub-committees.*

16. The holding of more frequent Atlantic regional meetings of human resource development Deputy Ministers, their Senior Officials, and technical or program specialists organized on a regional basis.

17. The exploration of the feasibility of establishing under the Council of Maritime Premiers a forum for the discussion and designation of regional training initiatives.

Note: Implementation of this recommendation and the relevant statement on p. 19 are the subjects of current Departmental review.

Mandates

The mandates of existing interjurisdictional structures are not ours to alter. Furthermore, in many cases they are not specified, as the committees exist principally as forums for the exchange of information. This makes for an extremely flexible system which can respond to the issues of the day rather than being bound to a particular set of definitions.

We would propose that a similar fluidity characterize the suggested Atlantic Regional thrust, the purpose of which is the exchange of information concerning programs and policies operative in the different jurisdictions.

5. PROGRAM ADVISORY COMMITTEES

Background

Industry and labour consultation currently occurs in two forums regarding regular or emerging Department programs. These forums were created when the Department of Labour had apprenticeship responsibilities and for apprenticeable trades a set pattern was established. Under the Industrial Training and Certification Act the Minister of Labour appointed Provincial Trade Advisory Committees from the private sector to serve as advisory bodies in respect of the establishment and operation of apprentice training programs and tradesmen's qualifications. In respect of the establishment of other training programs, the Department of Continuing Education created Consultative Committees.* In respect of the operation of both categories of programs the Department of Continuing Education established Curriculum Committees. The principal role of the advisory or consultative committees is to prepare the task analysis for the occupational training. In the case of the advisory committees only, examination responsibility and results constituted another major assignment.

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* The English term for these is "Advisory" not "Consultative" but we have chosen the latter term in order to distinguish them consistently from the Trade committees established under the Industrial Training and Certification Act.

The curriculum committees' major role is to translate the task analysis into training objectives for a particular program.

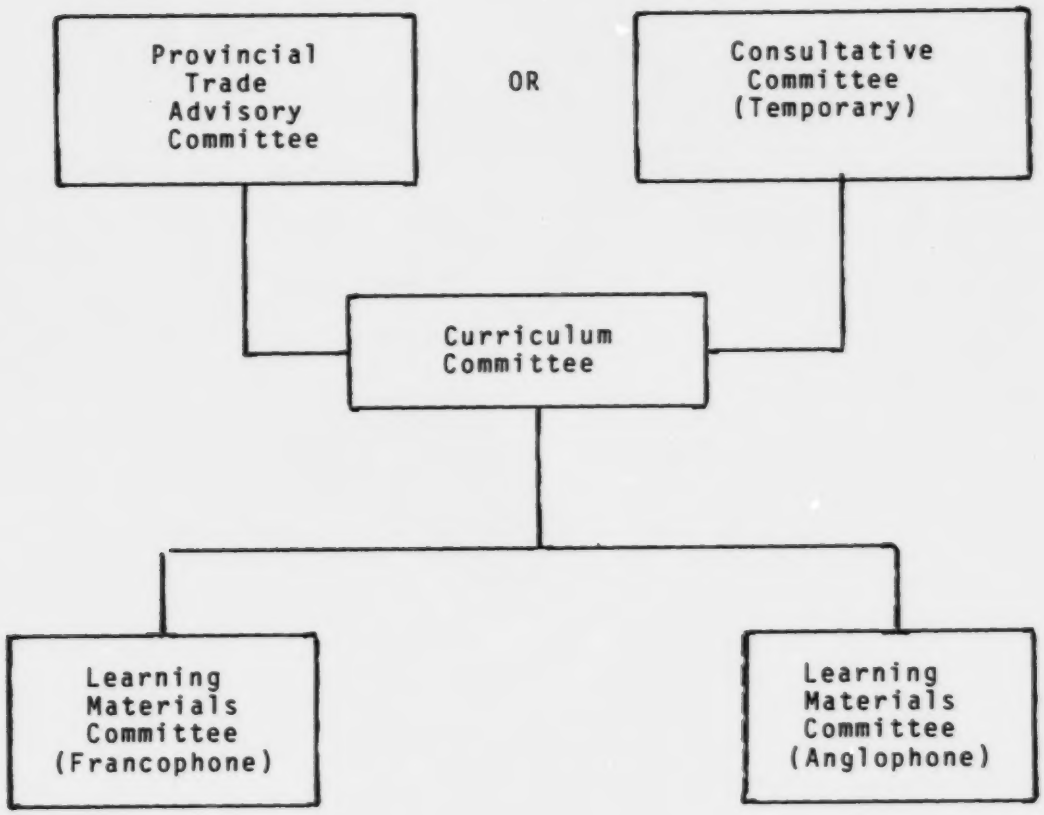
The language of work for all of these committees is English, with two general exceptions. When there has been no apprenticeship or trade linkage, sometimes there would be consultative committees which worked in French. This might occur when a new program was to be piloted at a francophone campus. In some instances there would even be two consultative committees, one for each language. Occasionally there are curriculum committees also which operate in French and may not have representation from Curriculum Services (anglophone). Similarly there are committees established by Curriculum Services (anglophone) with no representation from Curriculum Services (francophone) and which operate in English.

There is yet another layer of committees for the training programs. These are the Learning Materials Committees which operate in one of the two languages. In cases where a program is offered in both languages, there are normally two such committees.

Not all programs have a full complement of this structural outline. The existing structure is shown in Figure 7.

FIGURE 7

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING



Existing Program Committees

Analysis

This is a very complicated committee structure which takes up a lot of staff time. Several people serve on all three committees in certain trade areas. Some of them do so in respect of more than one trade.

Government reorganization has led to a relocating of the apprenticeship structure within the new Department of Advanced Education and Training. With all the government participants now resident in one structure there now exists an opportunity to simplify the program advisory apparatus.

The Consultative Committees established by the Department responsible for the Community Colleges were created to advise on program set up. For regular programs which are not covered by a trades Advisory Committee it often happens that no Consultative Committee exists, but it is covered purely by an in-house Curriculum Committee.

In instances where Consultative Committees were established for each linguistic group major differences of view arose and were reinforced by the dual committee structure. This has caused program delivery delays and it has resulted in a number of instances where quite different coverage of tasks was provided in different colleges offering the same program.

Joint meetings of the Educational Services Divisions have served to resolve differences when these have arisen in this manner.

The division between the Advisory Committees and the Curriculum Committees has prompted disagreement over training program content profiles and argumentation regarding the private sector's input to the training program's content. The private sector-dominated Advisory Committees have sometimes taken the position that the program content profiles must be subject to their prior approval. The delivery department has resisted this, but has drawn very unclear lines around the limits to PAC involvement with Curriculum decisions and has in fact given the government member of the PAC a seat on the Curriculum Committee. Since the government member is bound to reflect the PAC's will, this has had the effect of ensuring that disputes between the Advisory Committee and the Curriculum Committee will be thoroughly extended, and yet there is no clear provision for conflict resolution.

Departmental merger presents us with an ideal time to restructure this necessary consultative apparatus, simplify and delimit it, and, thanks to the merger and campus specialization, drastically reduce the number of government participants. It is important to note that even under the current structure, many of these committees are inactive or ad hoc.

Recommendation Discussion

In taking advantage of the current opportunity to streamline this system, two options have been considered. Both have an inherent capacity to alter in light of changing conditions and perceptions of occupations. As we apply the integrated instructional unit concept throughout the array of training programs offered and proposed, it is increasingly possible to organize services and structures on a clustered basis. Closely related occupations and/or skills are emerging as the appropriate focus for our organization.

As against this we must bear in mind that the society in which we operate may not be as readily disposed to reorganize prevailing thought and job definitions. Hence we should be in a position to serve and engage in consultation with industry and labour both at a clustered level and at a detailed, occupation-specific level.

There should be a single Program Advisory Committee established for each training program delivered by the Department. In this scenario, the clustering concept would be evolutionary, in that representatives of various related PAC's could meet and determine the nature of the cluster as perceived by the major advisors and users of the training service, particularly in respect of generic training.

This model need not be observed in every particular regarding program advisory committees which are ad hoc or which have a limited task. In three important regards, however, even these committees are to observe the model's terms of reference--appointment, chair, and some employee representation in the membership.

The proceedings of the standing Program Advisory Committees would be conducted in both official languages. This requires access to a Departmental facility equipped for simultaneous translation. Membership on the Committees would be through Deputy Ministerial appointment, and nomination delegated to Department officials. The Committees would elect the chair and include as members Curriculum Coordinators from the Curriculum and Evaluation Services, at least one representative from a college offering the program, and up to ten representatives from the private sector. The latter must reflect the linguistic and geographic character of the province. In the case of trades-related PAC's, the non-government members will be made up of equal numbers of representatives of employers and of employees; employee representation should be secured on all other PAC's also, but need not necessarily be equal. The Directors of Apprenticeship and Occupational Certification, Curriculum and Evaluation, and Program Coordination and Apprenticeship Training would all receive minutes from all the PAC's, and minutes would be produced in both official languages.

Non-government members would receive per diems and travel expenses in connection with PAC meetings at standard government rates. The government members of the PAC would be responsible for the functions of the current Curriculum and Learning Materials Committees, informing the PAC's of their proceedings.

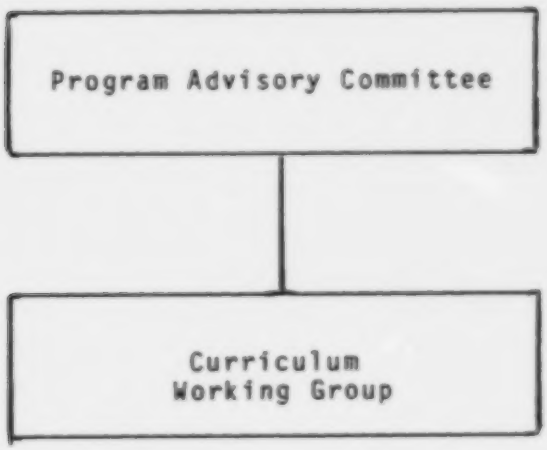
Ultimate responsibility for program content rests with the Department and it is not subject to any directives from a PAC. A Curriculum Working Group is not in a reporting relationship to a PAC, nor is it a sub-committee of one. In certain instances it may transpire that a PAC wishes to make a recommendation which is contrary to Departmental intent. Should the chair deem that a particular motion is of that nature, a procedure which should be followed only as a last resort, then notice of its passage must be provided to the Minister and the Directors of Curriculum and Evaluation.

The PAC's then are responsible for providing industrial information necessary in preparing task analyses, revising them, receiving reports from Departmental staff on program content, and providing advice to the Department in respect of the establishing and operation of each of its training programs.

The proposed structure is shown in Figure 8.

FIGURE 8

DEPARTMENT OF ADVANCED EDUCATION AND TRAINING



Proposed Program Committee Structure

Specific Recommendations

This report recommends:

18. The establishment of a single Program Advisory Committee (PAC) for each of the Department's training programs.

19. The further evolution of the clustering concept through meetings of representatives of related PAC's.

20. The conducting of PAC's proceedings in both official languages. (The implementation of this recommendation requires that the Department obtain the use of a facility which will permit simultaneous interpretation.) Exceptions to this general commitment would be allowed, particularly in instances where the employer/employee representation does not warrant membership from both linguistic segments of the population.

21. The appointment of government members on the PAC's by the Directors of Curriculum and Evaluation. As part of their responsibility, these Directors are to ensure that the PAC's operate in the best interests of the Department and the public.

22. The PAC composition to reflect the linguistic and geographic nature of the province and the occupational structure.

    The PAC composition should be sensitive to the socio-economic character of the province and the occupation.

23. The PAC composition to include employer and employee representation.

24. The circulation of minutes of PAC meetings available in both official languages, to appropriate Departmental Directors.

25. The possible provision to non-governmental members of the PAC's of per diems and travel expenses according to regular government rates.

26. The undertaking by government members on the PAC's as Curriculum Working Groups of the functions of the current Curriculum Committees, informing the PAC's of their proceedings. It would, however, also be possible for private sector representatives to serve on such working groups.

27. In the last resort the notifying of the Minister and the Directors of Curriculum and Evaluation of any PAC recommendation deemed contrary to Departmental Intent.

NOTES: Several programs are provided by ost colleges (Business Education, Academic Upgrading and the like). In these instances the PAC membership may have to be different from the recommended model outline above.

Similarly, the applicability of the recommended model to the Craft and Applied Arts sector requires further consideration, especially regarding the Craft School as it refines its role as an institution in this Department.

Mandates

The deputy ministerially appointed PAC's would be advisory to the Department in respect of the establishment and operation of each training program. Their primary responsibility is to determine occupational task analyses and the scope of the training required. A further responsibility of the PAC's is to advise the Director of Apprenticeship and Occupational Certification on matters related to the Director's duties. So, too, the PAC's should advise the Director of Program Coordination and Apprenticeship Training concerning relevant matters under their responsibility.

Under normal circumstances the PAC's would meet but once or twice a year, reviewing the currency of existing task analyses and providing a consultative assessment of the program's relevancy.

Under certain circumstances it may be necessary for the Committee to meet more frequently to assist the Department.

It is vital to the successful operation of this proposed structure that all private sector and college representatives possess high levels of technical knowledge regarding the occupation(s) for which the program provides specialized training. The principles of continuity and infusion of new ideas should govern the renewal and appointment process.

PROPOSED TERMS OF REFERENCE

Name:	**Program Advisory Committees**
Membership:	A maximum of 10 individuals representing employees and employers who work in or direct the work of others in an occupation for which a Department training program exists or is proposed. In the case of occupations which are apprenticeable or certified, half the private sector appointments must be employees. In the other cases, there must be some employee representation. A Curriculum Coordinator from each Curriculum and Evaluation Services unit, appointed by the Directors. At least one technical advisor, an instructor in the Program, appointed by a Director of Curriculum and Evaluation.
Appointment:	By the Deputy Minister of Advanced Education and Training of all non-governmental members.
Recompense:	Per diems and travel expenses at standard provincial government rates for attending meetings may be paid to private sector representatives only.
Term of Office:	To be determined by the Directors of Curriculum and Evaluation
Frequency of Meeting:	As required by the Directors of Curriculum and Evaluation
Chair:	Elected by the private sector representatives.
Departmental Support:	As provided by the Departmental Directors.

Mandate: Advise the Department regarding the establishment or operation of training programs and occupational certification, particularly by:

- recommending the nature and scope of training programs
- advising on the content, implementation, and evaluation of training programs
- identifying occupational task analyses
- notifying the Department of changing industrial occupational practices
- advising the Director of Apprenticeship and Occupational Certification on matters relative to his/her duties under the Act.

6. OTHER CONSULTATIVE MECHANISMS

Background

Departmental staff participate on numerous committees or consultative forums which are specific to particular services involving the Department. Considering the extensive range of Departmental activities, the total number of such mechanisms identified in this study (fewer than fifty) is not out of line. Many of them are outgrowths of membership in associations which are directly relevant to disciplines taught by instructors, and create opportunities for professionals to share expertise and plan suitable events. Examples of this are the Association of Canadian Community Colleges and the Atlantic Association of Aircraft Maintenance Engineers.

Others have evolved due to our participation in activities of central concern to other government departments. We chair the Management Education Needs Committee which involves four other provincial departments. As a result of our role in the Manufacturing Technology Centre initiative, the relevant campuses send representatives to the meetings called for Centre managers. There are a few instances where we send representatives to committees established by other Departments. Examples are the Expenditure Information Advisory Committee set up by the Board of Management and data base committees established by Supply and Services and the Premier's Council on the Status of Disabled Persons.

Some committee work for Departmental staff has come about as a consequence of being invited to participate on advisory groups for local projects. Examples include the Saint John Learning Exchange and the Miramichi Job Development project. In such instances, the raison d'être is normally to ensure that where appropriate our Department's capabilities can be mobilized to contribute to the successful operation of the project.

A final category of structures is one which verges on the administrative in nature. There are periodic meetings involving those from the campuses with similar responsibilities such as the professional development chairpersons, the Student Services coordinators and the literacy coordinators. There are also joint health and safety committees as required by the Occupational

Health and Safety Commission for each of the Department's locations.

Analysis and Recommendation Discussion

There is very little duplication or detectable proliferation in the list of committees which has come to light during this study. In an earlier section of the report we have mentioned having the Hospitality Training in New Brunswick Advisory Committee brought under the Hospitality Human Resource Council (formerly IMAC). Similarly it might be possible to have the Construction Management Curriculum Committee undertake its functions under the general mandate of the Construction Human Resource Council.

Specific Recommendations

This report recommends:

28. The continued participation of the Department in those miscellaneous consultative mechanisms necessitated by the specific services provided by the Departments and at a volume as currently practised. When possible certain committees could be subsumed by particular SHRC's as suggested in Recommendation 7.

PART III

THE CURRENT INVENTORY

During the interviews and from information received many committees or other linkages were identified and discussed. However, there are bound be to a number of such forums which have been ignored.

What follows is an attempt to itemize all forums other than administrative which have been brought to light during the course of this study. They are presented according to the categories which shape the main report.

1. Consultation with the Public

Province-wide

Industrial Ministerial Advisory Committee

- Hospitality
- Mining
- Small Business
- Forestry
- Metal-working
- Construction
- Labour

Provincial Trade Advisory Committees

Although not all are active at present, more than 50 are authorized.

Provincial Advisory Committees

Between 10 and 20 exist for other Departmental training programs.

Local

Local Apprenticeship Advisory Committees

Approximately 10 exist involving Edmundston, Fredericton, Moncton and Saint John.

Student Councils

9 exist, one at each college

Local Program Advisory Committees

From the information made available, it is not possible to estimate the approximate number currently existing. These are established by colleges as needed.

Nursing School Boards

5 exist, one at each school.

2. Federal/Provincial Committees

Province-wide

Labour Market Needs Committee

Strategic Planning Sub-Committee

Women's Employment Issues Committee

Institutional Training Working Group

Community Futures Regional Advisory Board

Management Committee - S.A.R. Understanding

Agricultural Employment Committee

Economic Services Working Groups

Local

Local Advisory Committees

Established by C.E.I.C. in each federal constituency (10), the Province generally does not participate, but in 2 instances college principals are members.

Community Futures Local Support Groups

Community Futures Local Committees

3. National and Interprovincial Consultative Structures

Federal-Provincial/Territorial Ministerial Committee on Labour Market Matters.

Federal-Provincial/Territorial Deputy Ministerial Committee on Labour Market Matters

Committee of Provincial and Territorial Ministers on Labour Market Matters

Provincial and Territorial Deputy Ministerial Committee on Labour Market Matters

Provincial/Territorial Senior Labour Market Officials Committee

Provincial/Territorial Human Resource Development Working Group

Council of Ministers of Education Canada
Advisory Committee of Deputy Ministers of Education (ACDME)
ACDME Sub-Committee - Elementary/Secondary Education
ACDME Sub-Committee - Postsecondary Education and Manpower Training
Various Task Forces and Working Groups
Interprovincial Standards Program Coordinating Committee

Interprovincial Standards Examination Committee

Standardization Sub-Committee

Translation Sub-Committee

Regional

Atlantic Region Coordination Committee for Skill Training

Atlantic Region, Coordination Committee for ABE Maritime Provinces Graduate Follow-up Survey Working Group

4. Program Advisory Committees

The volume of these committees has been indicated earlier in the section on Consultation with the Public. However, each training service can have a distinct Curriculum Committee (approximately 70 exist).

Learning Materials Committees in each language could exist for each Curriculum Committee, but the actual volume is more likely to about 60.

5. Other Consultative Mechanisms

1. Outgrowths of Association Membership

N.B. Society of Certified Engineering Technicians and Technologists Accreditation

Data Processing Association Awards Committee

Atlantic Provinces Hairstyling Seminar Committee

Canadian Federation of Chefs de Cuisine

Association for Continuing Education

Boards of Trade/Chambers of Commerce

Atlantic Association of Aircraft Maintenance Engineers

Association of Canadian Community Colleges (ACCC)

Administrators Committee

ACCC'88 Conference Committees

Canadian Vocational Association

2. Outgrowths of our Services

Management Education Needs Committee

Atlantic Business Technology Supervisors

Construction Management Curriculum Committee

Business Education - Typewriting Accreditation System Committee

Advisory Committee on Distance Education

Literacy Councils

Hospitality Training Advisory Committee

N.B. Occupational Training Accreditation System Committee

Advisory Committee for Disabled Persons

Atlantic Region Management Training Centre Board

N.B. Safety Council

Advisory Committees on Women's Issues

3. Other Departments' Committees

Department of Income Assistance - Student Aid Appeal Committee

Ministry of Transport - Advisory Committee, Aircraft Maintenance Engineers

Manufacturing Technology Centre - CAD/CAM Centre Managers

Department of Education - Provincial Advisory Committees (2)

Department of Supply and Services - EDP Coordinating Committee

Premier's Council on the Disabled - Data-base Committee

Board of Management - Expenditure Information Advisory Committee

Department of Health - Nursing Resources Committee

4. Outgrowths of Local Projects

Miramichi Job Development Project Boards

Local Advisory Committees (CEIC)

Saint John Learning Exchange

5. Semi-Administrative Category

Health and Safety Committees

Professional Development Committees

APPENDIX I

Terms of Reference and Explanatory Note

APPENDIX I

CONSULTATION MECHANISMS
for the
DEPARTMENT OF ADVANCED EDUCATION AND TRAINING

TERMS OF REFERENCE FOR THE STUDY

1. Mandate

At the request of the deputy minister, the Planning Division will examine the requirements of the Department of Advanced Education and Training in respect of the consultation process and mechanisms required to discharge its responsibilities.

Specifically, the study will document existing practice; examine additions and deletions resulting from the department's new mandate and the changing environment in which it finds itself; examine ways of increasing efficiency in the staffing and operation of these mechanisms; examine the appropriate balance between the department's divisions in respect of their need to participate in the various consultation processes; and recommend a hierarchical, integrated, and simple set of procedures and mechanisms. The study will examine all of the department's consultative needs including those in the areas of: consultation within the department; consultation with other provincial

departments and agencies; consultation with the private sector and special interest groups; consultation with other provinces and territories; and consultation with the federal government.

Full provision will be made for receiving and considering the views of those within the department as well as selected interests outside the department. The study will be reviewed by the department's Senior Executive group, and be presented to the deputy minister for approval.

2. The Report

The report will have three main parts. Part I will describe the needs and purposes to be served by consultative mechanisms in terms of the department's mission. Part II will recommend a consultation framework which will include a description of procedures and mechanisms such as committees. Included will be recommendations on hierarchical relationships and staffing. Part III will provide terms of reference for the committee structure recommended in Part II, as well as recommend procedures for implementation. The report will be prepared for first review by the department's Senior Executive committee toward the end of August, with a target date for completion being early September.

3. **Procedures**:

Terms of reference for the study will be reviewed by the Steering Committee which comprises Wilfred Savoie, Hart North, and Jim Asher.

The author of the report will conduct a series of interviews and seek input from a number of sources including at least two college principals, the Executive Directors of Educational Services, the Assistant Deputy Minister, the Directors of Curriculum and Evaluation and of Program Coordination, and other managers as necessary.

A status report will be made to the Senior Executive group in mid-August.

The final report will be prepared and reviewed by the Steering Committee. On its recommendation, the report will be presented to the Senior Executive group and then to the Deputy Minister for Approval.

4. Elements:

For purposes of this study the Department will be segmented into three parts:

- **Policy** and overall departmental responsibility (Minister's office; deputy minister's office; Planning; Industrial Training and Certification Board)

- **Operations** requirements respecting the delivery of training and training related services (Educational Services Divisions, sub-distinguished as to Head Office and field or campus).

- **Support** services to the department such as personnel and finances (Administration Division)

The consultation functions required by the department will be grouped into four categories:

- **Intra-departmental** (e.g., Senior Executive Group; Educational Services Committee)

- **Intra-governmental** (e.g., Management Education Committee)

- **Inter-governmental** (e.g., CMEC; Labour Market Ministers; Working Group to the Labour Market Needs Committee)

- **Public**, that is private sector consultative committees or links (e.g., with NBARN)

It should be noted that some consultation needs will require committees which comprise elements from more than one of these categories (e.g., the IMAC's).

This methodological categorization will permit construction of a two dimensional matrix against which all the department's consultation activities may be arrayed. A sample of such a matrix is as follows:

Department	Intra	Intra	Inter	
Function:	Departmental:	Governmental:	Governmental:	Public:
Policy	Sr. Exec C'tte		CMEC	
Operations		Man. Educ		PAC's
Support		Brd. of Man. re: budgets		

This matrix will serve as the basis for recommending a system for consultation together with terms of reference and staffing suggestions for committees.

Terms of Reference - Explanatory Note

The terms of reference provided for a steering committee and assumed the full time services of Jim Asher as report author. Mr. Asher left government employment to pursue a private sector opportunity in early September. Hart North did likewise in early October. The study has been completed by Services staff and in the main as originally indicated. Timing was adversely affected.

Analytically Planning Services decided to abandon the proposed two dimensional matrix incorporating three department functions with four categories of committees. A major reason for this was the decision not to review and analyse intradepartmental structures principally concerned with administration. While consultation certainly takes place in such forums, it is not their primary purpose.

Secondly, the matrix proved less useful in practical application than it promised to be in theory. So many committees incorporated more than one category and/or more than one Departmental function that the tidiness of the model did not accord with reality.

Our consultations led us to conclude that there were five categories of consultative structures of importance to the Department at this time:

1) those which provide consultation with the public as a Department;

2) those which provide consultation with the regional apparatus of the federal government;

3) those which provide consultation with other provinces/territories and the federal government nationally;

4) those which provide consultation with industry and labour in respect of Department training programs; and

5) those which provide consultation of other sorts.

The report was therefore organized on this basis.

APPENDIX II

Persons Interviewed

APPENDIX II

PERSONS INTERVIEWED

In the course of this study, members of the Steering Committee or Planning Services staff interviewed members of the Department. We would like to thank the following for giving the time requested, the information which they supplied, and the suggestions which were forthcoming during these meetings:

Len Arsenault	Claude Boucher	Don Bertelsen
Sid Harris	Charles Ramsey	André Ferlatte
Claude Savoie	Peter Kilburn	Yvon Boudreau
George Fry	David Russell	Ed Maltais
Ashley Sobey	Lorio Roy	

APPENDIX III

Questions for Discussion

APPENDIX III

QUESTIONS
TO GUIDE DISCUSSION ON
DEPARTMENTAL CONSULTATION MECHANISMS

1. **Definitions:**

Consultation refers to any process which has as its prime purpose the exchange of information and advice, or the sharing of operational management, between one part of the department and any other agent in order to permit the department better to discharge its responsibilities.

Mechanisms refers to any regularly occuring interaction between one part of the department and any other agent. These mechanisms may be formal (e.g., a committee with terms of reference, etc.) or informal (e.g., operational links between individuals on the management of a program)

Thus, for purposes of this study **consultation mechanisms** refer to those interactions between a manager or his staff and some other individual, whether in the department or not. This interaction will be to exchange advice and information, or to share in operational management.

Because it is neither desirable nor feasible to document many of the informal interactions which occur within a manager's sphere of responsibility, it is intended in the first round to rely on the judgment of the manager as to what constitutes a consultation mechanism appropriate for inclusion in this study.

2. **Current Practice**:

2.1 What **formal** consultative mechanisms (e.g., committees) are you or your staff involved with (wether by way of being a member, by way of utilizing their input, or by way of providing them information and or services)?

2.2 Can you supply the following information for these mechanisms: a chart showing their integration with other committees or agencies; current terms of reference (including if standing or ad hoc); current membership (person and who representing); staff member representing you or the department; frequency and location of meetings; when established.

2.3 What **informal** consultative mechanisms or practices are there currently in place which involve you or your staff?

2.4 Can you supply the following information for these mechanisms: a chart showing the links with other formal or informal consultation mechanisms; purpose; how and by whom established; who is involved and how did they become involved; how communications are arranged and frequency of interactions.

3. Improvements:

3.1 For the formal and informal mechanisms within your sphere of responsibilities:

What mechanisms could be eliminated?
What mechanisms could be merged and with which others?
What mechanisms could be modified and in what way?
What mechanisms should be added?

3.2 For formal and informal mechanisms not directly in your sphere of responsibility but about which you have some knowledge or with which you have incidental contact:

What mechanisms could be eliminated?
What mechanisms could be merged and with which others?
What mechanisms could be modified and in what way?
What mechanisms should be added?

3.3 If possible, would you supply a chart of the relationships embodied by the consultative mechanism you would prefer to see.

4. Concluding Observations

4.1 What other observations have you about the effectiveness, organization, staffing, or purpose of the department's consultation mechanisms with which you are familiar?

4.2 What observations or questions have you about this study (objectives, method, procedures, etc.)?

APPENDIX IV

Request for Information

APPENDIX IV

Inter - Office Memo
Note Interservices

	Name and Title / Nom et titre	Department and Branch / Ministère et direction	Telephone / Téléphone	Reference / Référence
Date:	1986 10 03			
To: / A:	Principals/Directors of Services/ Directeurs des Collèges et des Services		RECEIVED OCT	
From: / De:	Wilfred Savoie	Adv. Educ. & Training	2260	
Copies To: / Copies à:	Jean-Guy Finn			
Subject: / Objet:	STUDY OF DEPARTMENTAL CONSULTATION MECHANISMS	ETUDE DES MECANISMES DE CONSULTATION DU MINISTERE		

You will recall that the Deputy Minister asked the Planning Division to undertake a study of the Department's Consultative Mechanisms. We have now concluded most of our interviews. We are, however, compiling an inventory of existing consultative mechanisms, and we need your assistance in order to complete the task.

Please send me a list of the committees on which you participate or a member of your staff does. If there are a multiplicity of similar bodies, Curriculum Committees for example, simply total them. We are particularly concerned about mechanisms involving the public, other departments of government, other institutions, other governments, or other agencies. Exclude task-oriented working groups unless their longevity is proven or likely. Also exclude regular meetings which occur in the administering of your own program or institution.

Attached is a form which we would like completed if at all possible for each identified mechanism. For this purpose you can ignore Provincial Trade Advisory Committees,

Vous vous rappelez que le Sous-Ministre a assigné à l'unité de planification la tâche de réviser les mécanismes de consultation du Ministère. Nous avons maintenant terminé la plupart de nos interviews. Par ailleurs, nous voulons compiler un inventaire des mécanismes de consultation existants, et nous avons besoin de votre collaboration pour terminer cette tâche.

Je vous prie de me faire parvenir la liste des comités auxquelles vous et votre personnel participez. S'il y a plusieurs comités du même genre, comme les comités de programmes d'études par exemple, faites-en tout simplement la somme. Nous sommes tout particulièrement intéressés aux mécanismes de gouvernement, autres institutions, autres gouvernements ou agences. Vous pouvez exclure les comités de travail a moins que leur existence est prévue à long terme. Ne pas inclure les réunions régulières de nature administrative que vous tenez pour la bonne administration de votre institution.

Sous pli je joins une formule que nous vous prions de remplir si possible pour chaque mécanisme identifié. A cette fin vous pouvez exclure les comités consultatifs provinciaux des métiers, les comités de programmes

. . . 2

Curriculum Committees, Learning Materials Committees, Local Apprenticeship Advisory Committees as we have the required information.

Getting the information together is not a particularly fascinating task and I ask your indulgence as I make the request. Yet everyone seems to say there are too many committees and there's a lot of duplication; we need a clear idea of the actual dynamics in this area.

Please try to get the information back to me by October 15, 1986.

Thank you.

d'études, les comités des moyens d'enseignement, le conseil exécutif du ministère, le comité des services éducatifs ainsi que les comités consultatifs locaux. Pour ces derniers nous avons déjà obtenu l'information.

Cette tâche ne sourit pas à personne mais j'apprécierais beaucoup votre collaboration. Tous semblent dire que nous avons trop de comités, il faut par contre établir les faits.

Je vous prie de me faire parvenir l'information avant le 15 october 1876. Je vous remercie à l'avance.

Sincèrement,

Wilfred Savoie
Director, Planning Services/
Directeur des Services de planification

COMMITTEE INFORMATION

Name:

Establishing Authority:

Terms of Reference:

Our Department's Representation:

Membership:

Frequency of Meeting:

INFORMATION EN RAPPORT DES COMITÉS

Nom:

Authorité:

Mandat:

Le représentant du ministère:

Fréquence des réunions:

Liste des membres (si disponible):